

Decision No. C25-0503-I

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF COLORADO

PROCEEDING NO. 25M-0026GPS

IN THE MATTER OF THE FILING OF GIS DATA IN ACCORDANCE WITH RULE 4 CCR 723-11-11103(B)(I) BY GAS PIPELINE OPERATORS IN THE STATE OF COLORADO.

**INTERIM COMMISSION DECISION ACCEPTING
PETITION FOR DECLARATORY ORDER, ISSUING
NOTICE, AND ESTABLISHING 30-DAY INTERVENTION
AND RESPONSE PERIOD**

Issued Date: July 18, 2025
Adopted Date: June 25, 2025

TO THE PARTIES IN THIS MATTER AND ALL INTERESTED PERSONS, FIRMS, OR
CORPORATIONS:

I. BY THE COMMISSION

A. Statement

1. By this Decision the Commission accepts and issues notice of the Petition for Declaratory Order (“Petition”) and Request for Stay of Pipeline Data Disclosure filed on June 20, 2025, by Public Service Company of Colorado, Black Hills Colorado Gas, Inc., Atmos Energy Corporation, and Colorado Natural Gas, Inc. (collectively the “Joint Petitioners”). The Petition requests a declaratory order from the Commission clarifying the scale at which Joint Petitioners’ Geographic Information System (“GIS”) pipeline data attributes under Rule 4 *Code of Colorado Regulations* (“CCR”) 723-11100(c)(III)(A) (“Pipeline Data”) will be

displayed and made available to the public, and seeks a stay of public disclosure of the Pipeline Data until the Commission makes a final determination on the Petition.

2. This Decision establishes a 30-day notice, and intervention period for the Petition. Interventions shall be due by **5:00 p.m. on August 18, 2025**. This Decision also establishes a deadline for the filing of responses to the Petition. Responses to the Petition shall be filed by **August 18, 2025, at 5:00 p.m.**

3. Through this Decision, the Commission also finds good cause to grant Joint Petitioners' request for a stay of public disclosure of the Pipeline Data until the Commission decides this matter.

B. Background

4. Through Proceeding No. 22R-0491GPS the Commission adopted rules to comply with § 40-2-115(d)(II)(C), C.R.S., regarding, among other things, pipeline data attributes that would be made available by the Commission's Pipeline Safety Program ("PSP") for public and confidential viewing, along with the scale of the mapping of operator facilities to be made publicly available. The statute directed the Commission's rules addressing pipeline mapping to "incorporate the same standards for confidentiality, security, and public access and limitations on the scale of publicly available images as adopted by the energy and carbon management commission in 2 CCR 404-1, rule 1101.e."¹

5. Implementing this statutory requirement, Commission Rule 11100(c) requires that pipeline operators submit GIS data containing specific attributes to the PSP. To incorporate standards in the Energy and Carbon Management Commission's ("ECMC") Rule 1101.e and in

¹ 2 CCR 404-1, rule 1101.e requires that for GIS line attributes of off-location flowlines, crude oil transfer lines, and produced water transfer systems, "[o]nline map viewer data only will be available at scales greater than or equal to 1:6,000. Any person may view spatial data at scales less than 1:6,000 for an individual parcel at the Commission's office."

recognition of security concerns associated with public disclosure of sensitive pipeline data raised by operators in Proceeding No. 22R-0491GPS, the Commission adopted Rule 11100(c)(III)(A). Rule 11100(c)(III)(A) states: The PSP Chief will make the GIS data in subparagraphs (II)(A)-(F) above available through a publicly accessible online map viewer. Online map viewer data only will be available at scales greater than or equal to 1:6,000. Any person may view spatial data at scales less than 1:6,000 for an individual parcel at the Commission's office, with the exception of map viewer data filed confidentially. Any data provided confidentially must be filed with a publicly accessible version at a scale greater than or equal to 1:24,000.

C. Petition for Declaratory Order

6. The Joint Petitioners state that since Proceeding No. 22R-0491GPS has concluded, they have provided the Pipeline Data to the PSP on a confidential basis. The Joint Petitioners explain that the event giving rise to the need for their Petition is the PSP Staff's apparent intent to provide a demonstration of the online map viewer, with publication of the public online map viewer shortly thereafter. They state that it remains unclear exactly what information the PSP Staff intends to release and whether Staff intends to release the GIS information designated as confidential in a way that can be accessed at a scale less than 1:24,000 by the general public. The Joint Petitioners explain that they are concerned that the PSP Staff's plans for the online map viewer will not ensure that the confidential information submitted to them is maintained as required by Commission Rules.

7. The Joint Petitioners state that the Pipeline Data required to be made publicly available under Rule 11100(c)(III)(A) should be at a scale of 1:24,000 to best secure the safety and security of local distribution company systems. To do otherwise, they contend, "would make

it very apparent to any public user as to where pipelines converge, where pipeline facilities are accessible, where pipelines are missing, and where the highest risk situations are located throughout the entire pipeline system.”² The Joint Petitioners also contend that the GIS information submitted confidentially is also Critical Energy Infrastructure under the definition adopted by the Federal Energy Regulatory Commission³ and that Joint Petitioners have a responsibility at both the state and federal level to safeguard information regarding critical infrastructure.

8. The Joint Petitioners state they seek a declaratory order to maintain the confidentiality of their GIS data filed as confidential and to remove any uncertainty affecting the Joint Petitioners regarding the PSP Staff’s handling of this information pursuant to the relevant statute and related Commission rules. In addition to the requested clarification, Joint Petitioners seek a stay of public disclosure of the Pipeline Data until the Commission decides this matter.

D. Findings and Conclusions

9. The Commission may entertain a petition for declaratory order to terminate a controversy or remove an uncertainty regarding any tariff, statute, or Commission rule, regulation, or order. Rule 4 CCR 723-1-1304(f)(II). If a petition meets those requirements, the Commission then exercises its discretion to accept or dismiss the petition.

10. We find that evaluating the questions presented in the Petition will provide clarification and certainty around the scale at which Joint Petitioners’ GIS Pipeline Data will be displayed and made available to the public on the PSP’s online map viewer, under

² Petition, at 2.

³ Title 18, C.F.R. Chapter I, Subchapter X, Part 388.113(c)(2).

Rule 4 CCR 723-11, Rule 11100(c)(III)(A). We therefore accept the Petition and issue notice of the Petition to interested persons, firms, and corporations by service of this Decision.

11. The Petition is available for public inspection by accessing the Commission's E-Filings System under Proceeding No. 25M-0026GPS at Colorado.gov/dora/puc. **This Decision is the notice that the Petition for Declaratory Order, filed by Public Service Company of Colorado, Black Hills Colorado Gas, Inc., Atmos Energy Corporation, and Colorado Natural Gas, Inc., regarding the scale at which GIS pipeline data attributes under Commission Rule 11100(c)(III)(A) will be displayed and made available to the public, has been filed with the Commission.**

12. This Decision establishes a 30-day notice and intervention period for the Petition. The Commission's notice period for the Petition shall extend through and include **5:00 p.m. on August 18, 2025**. The intervention period will run concurrent with the notice period. Interventions shall be due by **5:00 p.m. on August 18, 2025**, including interventions from Trial Staff of the Commission.

13. The period in which to file responses to the Petition will run concurrent with the notice period. Responses to the Petition shall also be filed by **August 18, 2025, at 5:00 p.m.**

14. The Commission agrees with Joint Petitioners that once confidential information is put out into the public domain, it cannot be withdrawn. We find good cause to grant Joint Petitioners' request for a stay of public disclosure of the Pipeline Data until we decide this matter.

II. ORDER

A. It Is Ordered That:

1. The Petition for Declaratory Order (“Petition”) filed by Public Service Company of Colorado, Black Hills Colorado Gas, Inc., Atmos Energy Corporation, and Colorado Natural Gas, Inc. (collectively the “Joint Petitioners”) on June 20, 2025, is granted.

2. Service of this Decision will provide notice of the Petition to all interested persons, firms, and corporations.

3. The notice period for the Petition shall extend through and include **5:00 p.m. on August 18, 2025**.

4. Any person desiring to intervene or participate as a party in this Proceeding shall file a petition for leave to intervene or, pursuant to the Commission’s Rules of Practice and Procedure, other appropriate pleadings to become a party by **5:00 p.m. on August 18, 2025**.

5. Alternatively, persons who do not wish to intervene or become a party, but desire to file comments, may send written comments on or before **5:00 p.m. on August 18, 2025**, addressed to the Public Utilities Commission, 1560 Broadway, Suite 250, Denver, Colorado 80202, or through the Commission’s E- Filings System under Proceeding No. 25M-0026GPS at Colorado.gov/dora/puc.

6. Responses to the Petition shall be filed no later than **August 18, 2025, at 5:00 p.m.**

7. Consistent with the above discussion, public disclosure by the Commission’s Pipeline Safety Program Staff of the Joint Petitioners’ Geographic Information System pipeline data attributes shall be stayed until the Commission makes a final determination in this matter.

8. This Decision is effective upon its Issued Date.

**B. ADOPTED IN COMMISSIONERS' WEEKLY MEETING
June 25, 2025.**



THE PUBLIC UTILITIES COMMISSION
OF THE STATE OF COLORADO

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MEGAN M. GILMAN

TOM PLANT

Commissioners

Rebecca E. White,
Director